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THE ROLE, ORGANIZATION, AND PROGRAM FRAMEWORK OF THE APPALACHIA EDUCATIONAL LABORATORY, SUPPLEMENTAL FINAL REPORT. (TITLE SUPPLIED).

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THE ROLE, FUNCTION, AND GOALS OF THE APPALACHIA EDUCATIONAL LABORATORY ARE DEFINED AS IT RELATES TO EDUCATIONAL NEEDS OF THE DEPRIVED REGIONS OF OHIO, VIRGINIA, TENNESSEE, KENTUCKY, WEST VIRGINIA, AND PENNSYLVANIA. THE LABORATORY'S BOARD MEMBERS, ORGANIZATION MANAGEMENT, PERSONNEL RESPONSIBILITIES, RELATIONSHIPS, GUIDE LINES, AND POLICIES ARE FORMULATED TO ESTABLISH THE ORGANIZATIONAL STRUCTURE. DISCUSSION IS PRESENTED ABOUT THE MOBILIZATION OF EDUCATIONAL AGENCIES FOR INITIATION OF A SUCCESSFUL SCHOOL-TO-WORK-PROGRAM, RESEARCH INTO LANGUAGE LEARNING, AND TEACHING IN PRIMARY GRADES. THE CONSOLIDATED BUDGET FOR JUNE 1, 1966 TO NOVEMBER 30, 1966, AND THE LIST OF BOARD MEMBERS ARE SHOWN. (JH)

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Supplemental Report[1]
Appalachia Educational Laboratory

The following statement is a supplement to the Appalachia Educational Laboratory Interim Report submitted April 1, 1966.[1] The contents of the report are based on questions developed during and following a site visit conducted at Morgantown, West Virginia on April 7 and a subsequent conference on April 19 with representatives of the review panel and the U. S. Office of Education.

The statement is organized according to three main sections, the first of which answers questions concerning the major purpose and the distinctive role of the Appalachia Educational Laboratory. Following are responses to questions dealing with the organizational structure and the decision making process of the Laboratory. The last section contains a statement of the program framework and program priorities of the Laboratory.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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[1]Constitutes the final report for Contract No. OEC2-6-000530-0530

SECTION I

THE DISTINCTIVE ROLE OF THE APPALACHIA EDUCATIONAL LABORATORY

The Appalachia Educational Laboratory has been designed to meet the educational needs of a region which includes a major six state portion of Appalachia. Whole states or parts of six states of Ohio, Virginia, Tennessee, Kentucky, West Virginia, and Pennsylvania are included. There are six state departments of education, five major universities, many universities and colleges with programs of teacher education and numerous community agencies, businesses, industries, and many hundreds of school districts.

The area as a whole may be characterized as deprived although within it there are places where such is not the case. Educational opportunity is limited; both economic want and regional isolation have exacted their toll. The educational needs of the area have been amply documented in the interim report.

In an area of deprivation, education assumes far more importance than in an area not deprived. Education becomes the key to overcoming the forces which result in deprivation. When education is strengthened, the human resources of an area are strengthened and this results in additional capacity to attack other economic and social weaknesses.

It is to the overall goal of improving the quality of Appalachia education that the Appalachia Educational Laboratory must direct its effort. What are the unique qualities of the Laboratory which suggest that it may be able to improve

the quality of education in ways that existing institutions and agencies throughout the region cannot? The uniqueness of the Laboratory is evidenced as follows:

(1) There is, at present, no well developed research and development system in support of Appalachia education. While there are several research programs and projects on going within the region, there is no direct and continuing link between these programs and projects and public and private schools they are designed to serve. The Laboratory will serve as a "new institution" designed to correct this structural deficiency.

(2) The Appalachia Educational Laboratory will establish for the first time a multi-state or regional forum to appraise and set priorities among various educational research and development needs. Such a forum has not been available to the region in the past.

(3) Through its multi-institutional character, the Laboratory will be able to mobilize the full range of relevant resources essential to an effective attack on the educational problems of the region.

(4) The Laboratory will influence and help establish a new trend or emphasis in educational research concerned with educational "product development and dissemination." The traditional educational research model has been built around the classical hypothesis testing approach to educational research. Through its concern for dissemination and implementation, the Laboratory will cause much greater attention on the part of researchers to be directed toward the development of products, broadly defined, which are capable of dissemination.

(5) Through active involvement in the planning, implementation and evaluation of Laboratory activities by existing educational institutions and agencies throughout the region, the Laboratory will be able to expand and extend its influence far beyond the immediate activities it elects to undertake and will also maximize the likelihood that the results of the Laboratory program will be implemented in supporting institutions and agencies throughout the region.

(6) Finally, through its emphasis on programmatic research and development, the Laboratory will enable a large scale long term attack on educational problems different from existing efforts in both degree and kind.

A Laboratory, no matter how well funded, cannot hope to accomplish this broad a program unless it works with already existing agencies.

Existing agencies are working, sometimes very effectively, other times not effectively at all. But whether effective or ineffective each agency is working within a limited area or within a limited sphere. The obvious strength of the Laboratory concept is that it is regional in scope. Its greatest strength lies in its ability to examine a larger area and to work in a broader framework.

It is senseless to hope that any infusion of Federal funds will be followed by a great influx of talented educators or new educational forces. What must happen is that the educational forces in the area will be activated, re-armed and re-equipped to be better able to perform their tasks. By coordinating their efforts, by supplying information and by amassing and reorganizing existing know-how and resources on a region wide basis, the Laboratory expects to become an effective force.

The Laboratory's immediate goals must be to organize and mobilize the area's many educational agencies. This task it has already begun. The response has been wide-spread and enthusiastic. The Laboratory's immediate program must be to center the focus of this many branched thrust upon one or two of the most obvious lacks. For immediate attack, the bite-sized pieces of the larger problem include replication and wide-spread dissemination of a successful school-to-work program and a major research effort into language learning

and teaching in the early grades. Details of these programs are to be found elsewhere in this report.

In addition, the Laboratory will undertake to set up a mechanism to conduct a continuous evaluation of special programs going on in the region in an attempt to identify the practices and procedures which are markedly successful. The hypothesis is that through dissemination by the Laboratory, such programs of proven excellence could be adapted and used all over the area.

And finally, the Laboratory must set up the machinery whereby a running dialogue between itself and all forces within the region may be instituted to identify further bite-sized pieces which should engage the Laboratory's fullscale attention. These would then be winnowed by the process of examination and evaluation through conferences and seminars, tried out in pilot studies, then moved to a full research stage, become product development projects and finally be put into wide-spread dissemination.

The special nature of the Appalachia Educational Laboratory must be recognized. It is a catalyst bringing together the educational forces of a region. It must, by tact, persuasion, logic, and service, bring about cooperation and coordinated team work in its area. The ills of education in Appalachia can and must be solved largely by educators and educational forces already resident in the region. These forces can accomplish this gigantic task if their thrust is concentrated and aimed. The Laboratory's unique and distinctive function is to make such concentration possible.

SECTION II

ORGANIZATION OF THE APPALACHIA EDUCATIONAL LABORATORY

The permanent Board of the Appalachia Educational Laboratory has been established and held its organizational meeting on May 6 and 7 in Charleston, West Virginia. The full minutes of that meeting are to be found as Appendix A of this report. The full list of Board members follows:

P. F. Ayer, Executive Director
Council of the Southern Mountains, Inc.
College Box 2307
Berea, Kentucky 40403

John G. Barker
Vice President
Radford College
Radford, Virginia

Douglas Bowman
County Superintendent, Washington County
Pennsylvania Association of Chief School Administrators
Washington, Pennsylvania

Marshall Buckalew
President
Morris Harvey College
Charleston, West Virginia

Gilbert Crowell
Dean, School of Education
Ohio University
Athens, Ohio

D. E. Elswick
Division of Research
State Department
Frankfort, Kentucky

Max W. Evans
Superintendent
Marietta City Schools
Marietta, Ohio

Lyman V. Ginger
Dean, College of Education
University of Kentucky
Lexington, Kentucky

Mrs. Ethel Guthrie
American Association of
University Women
Ohio Division
Marietta, Ohio

R. Nelson Hale
Director of Secondary Education
Slippery Rock State College
Slippery Rock, Pennsylvania

R. F. Hibbs
Union Carbide Corporation
Nuclear Division
Oak Ridge, Tennessee

E. E. Holt
State of Ohio Department
of Education
Superintendent of Public
Instruction
Columbus, Ohio

J. E. Holtzinger
Editor and Publisher of
the Altoona Tribune
Altoona, Pennsylvania

Scott Honaker
Dean, School of Education
East Tennessee State University
Johnson City, Tennessee

Stanley O. Ikenberry, Dean
College of Human Resources and
Education
West Virginia Universtiy
Morgantown, West Virginia

Frederick F. Jones, Lawyer
615 Masonic Building
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Roy Jones
Tennessee Department of Education
140 Cordell Hull Building
Nashville, Tennessee

L. K. Lovenstein
Coordinator, Federal Aid
West Virginia Department
of Education
Charleston, West Virginia

J. Leonard Mauck
Superintendent, Smyth
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Box 639
Marion, Virginia

Mrs. Lyda McKeldin
Resource Teacher Mathematics
c/o Chattanooga City Schools
Chattanooga, Tennessee

E. C. Merrill
Dean, College of Education
University of Tennessee
Knoxville, Tennessee

Mahlon Miller
President, Union College
Barberville, Kentucky

William Miller
Chairman, Division of Edu-
cation
Muskingum College
New Concord, Ohio

Harold E. Mitzel
Assistant Dean of Research
The Pennsylvania State
University
University Park, Pennsylvania

Homer F. Mincy
Superintendent
Greenville City Schools
Greenville, Tennessee

J. Ralph Rackley
Superintendent of Public
Instruction
Capitol Building
Harrisburg, Pennsylvania

W. C. Shattles
Superintendent of Schools
Ashland, Kentucky.

Quentin Smith
School Board Member
DuPont Corporation
Parkersburg, West Virginia

Walter Snyder
Superintendent of Kanawha County Schools
200 Elizabeth Street
Charleston, West Virginia

Miles Stanley
President, West Virginia Federation
of Labor
1624 Kanawha Boulevard E.
Charleston, West Virginia

Alton L. Taylor
Assistant Supervisor of Pilot Studies
Division of Educational Research
State Department of Education
Richmond, Virginia

Jack Weller
Presbyterian Minister
Box 776
Hazard, Kentucky

Function of the Executive Committee.

What is the anticipated role of the Executive Committee of the Board of Directors, and will the permanent Board be charged with the responsibility of determining the Committee's functions? All affairs of the Laboratory are under the control of the Board of Directors, which has full authority and power granted to boards of directors under the laws of the State of West Virginia. The power, authority and responsiblity of the executive committee is determined in full by the Board of Directors.

The Board has established four major committees, one with reference to (1) program planning and evaluation, a second with reference to (2) administrative policy formation including personnel policy, fiscal policy, and related matters, a third board committee concerned with (3) regional and national relationships, and a fourth major committee, (4) the executive committee referred to above. The executive committee, composed of seven members, includes the Chairman of the Board of Directors, the Vice Chairman, and the Secretary-Treasurer, plus four additional Board members, no more than two of whom may come from any single category of representation (such as universities, state departments, etc.)

The Board of Directors will reserve the broader questions of policy formation and program planning for the Board as a whole. It is essential, however, for the Board to delegate to the executive committee the responsibility to; (a) insure proper coordination of operational decisions with developing Laboratory policy; (b) to raise essential policy questions

as Laboratory operation demands, and (c) to provide general guidance and assistance to the Laboratory management. The Board plans to meet quarterly during the first two or three years of operation. The Executive Committee will meet more frequently. Other Board committees, including program and evaluation, administration, and regional and national relations, will meet as required.

What is the current progress towards establishing personnel practices and policies? A subcommittee has been at work developing a working paper which sets forth the range of concerns, possible alternatives, and certain recommended personnel practices and policies. The group is headed by Dr. Howard Aldmon of the University of Tennessee. Under consideration are the following:

Recruitment, selection and appointment
Salary Scales
Tenure and Promotion
Retirement
Contractual Terms and Duties
Employment Additional to Contractual Services
Leaves of Absence
Employment of Relatives
Annual and Other Reports
Political Involvement
Staff Benefit Programs including:
  Retirement
  Hospital and Surgical Insurance
  Life Insurance
  Accidental Death and Dismemberment Insurance
  Major Medical Insurance
  Social Security
Pulbication, Copyright and Patent Policies

Careful staff work in the development of an appropriate set of personnel policies and the coordination of such development with the personnel policies of the existing institutions and agencies in the region and with the developing personnel policies of other regional laboratories will be essential.

Work toward these ends has been underway and an initial report was made to the Board of Directors of the Laboratory at the May 6-7 meeting. Certain tentative decisions were made at that time to enable a reasonable expression of Laboratory personnel policy to be made immediately to prospective Laboratory employees. Final adoption of the personnel policy will await the completion of the study now in progress, a preliminary draft copy of which is included in the Board minutes.

The Decision-Making Process of the Laboratory

What progress has been made in determining the decision-making process of the Laboratory, especially as it relates to the selection of activities to be supported? An answer to the above question, essential to the life-blood of the Laboratory, must consider three major sub-issues, including:

(1) the types of decisions to be made;
(2) the role of the various individuals, groups, institutions or agencies in the decision-making process; and
(3) the general program development and implementation sequence through which the decision-making process must function.

Very briefly, the continuing decisions to be made throughout the period of Laboratory operation include policy decisions, decisions on Laboratory objectives, broad scale program decisions, specific project decisions, operational decisions, and evaluative decisions concerning Laboratory effectiveness.

To be involved in the decision-making process are the Board as a whole and its committees; the Laboratory staff including both the central office and field unit staffs; the existing educational and related institutions, agencies,

colleges, public school and state department faculty and staff; and forces external to the region and Laboratory such as the U. S. Office of Education, other regional laboratories, research and development centers, external panels and laboratory consultants, scholarly and professional societies and others.

The Laboratory must accommodate responsible and appropriate participation by each of these groups in the decision-making process and make clear the feasible and appropriate modes for such participation. It must also identify, however, the channels of appropriate decision-making process and make clear that ultimate responsibility for the decisions must rest with the Board of Directors.

To accomplish these objectives, the following practices have been advanced and approved in principle:

1. A minimum of one regional and additional sub-regional conferences each year, a continuing newsletter, special institutional and regional task force groups, continuing individual conferences, liberal utilization of consultants, and other available means will be used to insure the broadest possible involvement of all those individuals, institutions, agencies, in and outside of the region concerned with and/or capable of contributing to decisions concerning Laboratory policy, objectives, long range program, potential projects, and evaluation.

2. It is the responsibility of the Board of Directors and the Laboratory staff to ensure that such opportunities for participation exist and to implement those practices outlined above and such other means as may contribute to those ends.

3. Through the means suggested above, the Laboratory will make clear both current and developing program emphases; project proposals developed by the Laboratory staff and accepted from all other sources will be accommodated within this framework.

4. The Laboratory staff will work with existing institutions and agencies within the region and plan internally, for the use of feasibility, pilot, or other development devices for the development of programmatic research,[2] development and dissemination projects aimed in a coordinate fashion toward achieving specified Laboratory objectives.

5. It is the responsibility of the Laboratory staff to ensure that a programmatic, long-range program does develop in preference to the more typical short-range isolated project approach.

6. Recommendation of an operational laboratory program will be made by the director of the Laboratory and the program planning and evaluation committee of the Board of Directors and submitted to the Board.

7. Final consideration and approval of the Laboratory program and its various component project phases must be a responsibility of the Board of Directors.

Important in this process will be an established programming sequence. Such a sequence should include decisions as to general Laboratory program priorities, a program development phase in which plans, feasibility studies, pilot projects, and other steps toward program implementation can be effected, a program implementation phase, and dissemination.

Evaluation procedures will be in process throughout and feedback will result in action through adjustment of objectives, priorities, program, and procedures. Nonetheless, forward planning and dissemination of such plans will be essential if the Laboratory is to be able to operate effectively, if those outside the formal Laboratory structure are to participate responsibly, and if the products and procedures of the Laboratory are to be implemented appropriately.

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[2] Programmatic research is used here to indicate the broader organized program thrust which may include several interrelated projects.

In summary, the decision-making process of the Laboratory includes:

--- broad participation and input as to laboratory goals, objectives and priorities;

--- clearly established Board responsibility for finally judging among alternative goals, objectives and priorities;

--- opportunities for multiple program input or suggestive sources;

--- a centering of responsibility in the Laboratory staff for a development and integration of projects and activities around an earlier and clearly defined programmatic theme;

--- detailed program review by the program planning and evaluation committee of the Board;

--- final program approval, both immediate and long-range, and subject to continuing developmental change by the Board of Directors.

Role and Relationships Within the Laboratory Structure and Among the Laboratory Staff Members.

Following is a discussion of two interrelated questions:

Operationally, what are the functions of the chiefs of Research, Product Development, etc? How do these relate to the directors of the field coordinating units and the program performance units?

and

What is the operational relationship between the two types of field units? Specifically will a local program performance unit report directly to the field coordinating unit in whose geographic area it is located?

Operationally, what are the functions of the various key persons employed on the central staff? Following is a brief outline of positions and functions.

The responsibility of the Laboratory director is comprehensive, including functions of planning, implementation, coordination, and evaluation of the entire Laboratory program.

He will serve as the chief executive officer of the Board, direct and coordinate the activities of the Laboratory's central and field offices, and serve as the principal Laboratory spokesman regionally and nationally.

A deputy director will serve as a front line assistant to the director, giving particular attention to administrative matters, coordination of the continuing activities of the field units, and providing systematic and otherwise adequate public information to the several Laboratory "publics".

The designation of the three upper level positions heading research, product development, and dissemination activities insures appropriate attention in Laboratory activities to each of these functions. The chief of research has immediate responsibility for:

-- identification of research needs and potential;

-- leadership in research program development;

-- coordination of the implementation of operational research programs;

-- work with and through the field units to enable researchers to carry out programmatic research on a region-wide basis;

-- general supervision of research progress;

-- continuing evaluation of research efforts;

-- appropriate planning of all research programs to insure the development of educational "products" for dissemination and implementation to improve the quality of education available throughout the region;

-- coordination and communication with other regional laboratories, research and development centers, colleges, universities and all other potential research producers.

Much of the so-called dissemination problem in education may be charged back to the failure of the research effort to

include a product development phase and thereby produce a process, device, concept or material capable of dissemination. Because of this tradition, or the lack of it, it is particularly important that the Laboratory have a chief officer whose primary concern is to insure that a "product development" phase is built into each Laboratory program. The chief of product development will be responsible for:

-- leadership in the creation of a product development phase, where appropriate, in each Laboratory program;

-- maximizing the "product yield" of each research program;

-- general coordination of major development activities;

-- identification of promising educational developments which, through further development investment by the Laboratory, could have an impact on the achievement of primary Laboratory objectives;

-- appropriate coordination and communication with other regional laboratories, research and development centers and other product sources;

-- insure that all educational products receive appropriate field testing and are fed into the dissemination network;

-- work with the head of each field unit with reference to product development needs, activity and potential.

Dissemination from the beginning has been stressed as a function of the national program of regional laboratories. It is a multifaceted activity including strategies such as working demonstrations, conferences, pre and inservice training, new materials or devices, teacher exchanges, audio and video tapes, tours, television, and other means.

The dissemination activity is built into the Laboratory's program both functionally through personnel and structurally through organization. The chief of dissemination must insure

appropriate laboratory emphasis and accomplishment with respect to research dissemination and ultimate adoption and implementation by the schools. As such, he is responsible for:

-- building a continuing bridge between Laboratory activities and the schools;

-- leadership in the development of the field units and the heads thereof as the primary dissemination arm of the Laboratory;

-- general coordination and supervision of all Laboratory dissemination activities;

-- careful forward planning to insure the dissemination phase is built into each research and development program and project from the beginning;

-- to assist in setting dissemination priorities.

The key role of the Laboratory field units in the dissemination effort will require that the chief of dissemination expend substantial effort in building the field units into a strong, coordinated and effective dissemination network. He must take the lead in developing and testing new modes of dissemination and evaluating the effectiveness of existing dissemination strategies.

The head or chief of the information system will direct the implementation and operation of the educational information system, train others in its use, and operate the system in such a way as to support the planning, implementation and evaluation of each of the Laboratory research, development, and dissemination programs. Through policies set by the Board, he also will make available the capabilities of the system to appropriate Laboratory members such as state departments of

education, school systems, colleges, universities, and others to aid in their own program planning and development efforts.

The position of Chief of Laboratory Administration has been omitted for the present and will not be required until such time as the Laboratory increases in size and scope of activity.

Relationships among various individuals in the system are as follows:

Director: reports to the Board; works directly with the Deputy Director, the heads of research, product development and dissemination, and the assistant directors in charge of field units.

Deputy Director: reports to the Director; attention to Laboratory administration, field units, and public information.

Chief of Research: reports to the Director; works with field units in staff capacity; works in line capacity with research projects.

Chief of Product Development: reports to the Director, works with field units in staff capacity; works with product development projects in a line capacity.

Chief of Dissemination: reports to the Director; heavy involvement with field units, but in advisory or staff capacity; works in a line capacity with major dissemination program efforts.

Head of Information System: reports to Director; responsible for educational information system and the utilization thereof. Line responsibility for EIS personnel only.

Assistant Director in Charge of Field Unit: reports to the Director through the Deputy Director; responsible for a respective field unit; maintains staff or facilitating capacity for projects in area, but carries no line responsibility for same.

In summary, the relationship between the chiefs of research, product development, and dissemination and the heads of the field units is one of an advisory or staff relationship. Although the head of a field unit works closely with each of these functional heads, he is responsible on a line basis to the Director of the Laboratory, reporting to him through the Deputy Director.

What is the operational relationship between the two types of field units? Specifically, will a local program performance unit report directly to the field coordination unit in whose geographic area it is located?

Perhaps it should be noted at the outset that one of the more difficult challenges facing the Laboratory is of creating an entirely new institution for which no prior models are available, establishing strong real-world connections, mobilizing the full range of potential research, development and dissemination resources, implementing a region-wide attack on region-wide problems -- and at the same time maintaining effective and responsive central coordination and control.

How this might be done, operationally, was developed sequentially and will continue to be refined for some time by every laboratory faced with the problem of serving a relatively large geographic region. Part of the answer in the case of the Appalachia Educational Laboratory has been to conceptualize three different points or levels of activity:

a. Laboratory Central Office -- the focal point for development, implementation and coordination of Laboratory activities as outlined above; located in Charleston, headed by the Laboratory Director.

b. Laboratory Field Unit -- at one point called "coordinating field unit" but now, simply "field unit"; concerned primarily with dissemination activities and also with facilitating regional communication and coordination in Laboratory programming; headed by an Assistant Director in charge of the field unit who reports to the Director through his deputy.

c. Program or Project Unit -- any point at which Laboratory research, development and dissemination activities take place; location is temporary and will vary with program requirements; headed by a program or project director who reports directly to the Laboratory central office.

Laboratory program activity will be carried on throughout the entire region. It is not impossible to suppose that, as the Laboratory becomes established, fifty or more school systems might be involved in a field test, demonstration or research project; certain product development activities might be in progress in several colleges, universities and state departments; project phases might be in operation in a civic or artistic group, a professional society, a business or industry.

Such program or project units will come and go as Laboratory program shifts and changes over time. The head of a program or project unit will report directly to the Laboratory central staff and will not report to the head of the field unit in the local area, except to keep him and other field unit heads appropriately informed of program or project needs, progress, and results. The field unit may, on the specific request of the Laboratory Director or central staff, monitor the operation of certain field test, demonstration, or dissemination activities within the service area of the field unit. Such a relationship, however, will not alter in any way the

prior indicated line relationships.

Closely related to an earlier question on the decision making process of the Laboratory is the following request to provide:

> "A description of the program planning function of the Laboratory to meet such already identified needs as inadequate teacher education backgrounds, one room schools, adult attitudes, etc. and such other needs as become evident during the Laboratory's operation. Such a description should show (a) alternative ways that the program encourages the development of ideas for a program; (b) the manner in which the Laboratory appropriates and refines these ideas into an integrated plan for a program; and (c) the way the Laboratory decides both which priority to give a program and the amount of resources to allocate to a priority."

To reiterate the earlier stated decision making process as it would apply to program, the process allows for broad participation and multiple inputs with reference to Laboratory needs and programming. The process encourages the development of ideas for the program through wide publication of Laboratory priorities in advance of the actual programming activity, open participation at regional and subregional conferences, special institutional and regional task force groups, liberal utilization of consultants from both within and outside of the region, continuing staff conferences with respective scholars from throughout the region, active participation by Board members in program discussions, and other means to encourage the maximum development and free flow of program ideas.

It is the initial responsibility of the Laboratory staff and the ultimate responsibility of the Board of Directors of the Laboratory to incorporate, refine, and set priorities

among these ideas and to develop them into a fully integrated program plan. Work with existing institutions and agencies, extensive Laboratory staff work, the conduct of feasibility or pilot studies, and the use of other development devices will enable the series of research, development, and dissemination projects of the Laboratory to be woven into a single programmatic theme.

The assignment of a priority to a give project proposal will take into account two primary considerations:

(a) the extent to which the proposed project is essential to the achievement of broader programmatic goals of the Laboratory;

(b) the extent to which the project is economically feasible within the limited funding support available to the Laboratory.

The responsibility for such recommendations must rest initially with the Laboratory staff and the Program Development and Evaluation Committee of the Board of Directors. Final responsibility for judging priorities both within and among major program thrusts must, of course, rest with the Board of Directors.

<u>What plans are being made for evaluation of the Laboratory's effectiveness, both in terms of its specific programs and its overall operation as an institution?</u> Substantial consideration has been given to the question of a built-in self corrective device for appraisal and evaluation of the Laboratory's programming and effectiveness. In a general way, of course, the Laboratory will be evaluated from several rather independent sources including the public schools it is designed to serve, the local and national academic

community, the Board of Directors, the constituent institutions and agencies represented on the Board, other regional laboratories, the U. S. Office of Education, and others. More specifically, however, the following mechanism has been developed for the evaluation of Laboratory effectiveness.

As was indicated earlier, the Board has elected to form four major committees, one of which will be concerned with two major Laboratory functions: (a) Laboratory program planning; and (b) Laboratory evaluation. This committee, composed of members of the Board, will have as its primary function the evaluation of the Laboratory program. It will be impowered to take steps to evaluate directly the effectiveness of certain aspects of Laboratory programming and to retain such consultants or to take such steps as may be desirable to effect an independent appraisal of program effectiveness.

The focusing of the program planning and evaluation concerns in a single committee of the Board was done purposefully to create a self correcting mechanism in which a single committee would be charged with the responsibility of careful program evaluation and at the same time would be best equipped to insure that such corrective adjustments as were identified as desirable were in fact implemented in Laboratory program planning efforts.

Thus, in summary, independent from the Laboratory's staff management structure is a standing committee of the Board of Directors with a major responsibility for the

evaluation of the effectiveness of the Laboratory program. It is authorized to take steps toward the evaluation of the program directly and/or to retain such consultants or take such other steps as may be desirable in the discharge of its duties. It should also be noted that each project carried out by the Laboratory will have its own project evaluation mechanism. Moreover, certain intermediate criteria, including the questions of whether the program was actually implemented in the originally specified fashion, will also be available and evident.

The final question to be considered in this section is as follows: Will the Laboratory, and if so, how, change its sponsoring member institutions? That is, what is the "feedback loop?" As has been emphasized earlier, the Laboratory, if it is to be effective, must expect to work through existing institutions and agencies and to find its greatest impact and influence through a positive change in the activities and effectiveness of these existing institutions and agencies. The participation in Laboratory activities by the respective institutions and agencies in the region will maximize the likelihood that these groups will be changed as a result of the involvement. It is for this reason that the Appalachia Educational Laboratory was designed as a decentralized operation rather than a highly centralized organization. Educational change is most likely to occur when those who are to be the object of or involved in the change are full participants in the process.

In short, as state departments of education, colleges and universities, and other institutions and agencies represented on the Board of Directors become sensitized to the problems under attack by the Laboratory, they are more likely to adjust the priority system and the program thrust of their respective institutions and agencies making them more sensitive to these same concerns. The influence of the Appalachia Educational Laboratory will thus extend substantially beyond its own budget and projects and will be reflected through the general educational programming of the entire region.

SECTION III

PROGRAM FRAMEWORK

If the Appalachia Educational Laboratory is to have an impact on educational accomplishment in the region, it must set rigorous priorities among various problem areas. To spread programming effort over several major areas of activity would, in the beginning, strain the human and fiscal resources of the Laboratory and minimize the potential impact it is expected to have on the quality of education in the region.

Moreover, any major program thrust of the Laboratory must go through sequential phases, including (a) problem definition, (b) priority assignment, (c) a developmental and pilot phase, (d) a full implementation phase and (e) an evaluation phase. To attempt to move several programs through such a series of steps at once would tax the system and delay and confuse the entire process.

For these reasons, the Laboratory staff, with the approval of the Board of Directors, has chosen to shift its priority system to move one program area into an operational phase, to bring into an intensive developmental or pilot phase one or more program areas, and to initiate further problem definition and developmental requirements for remaining programs. Next year, the pilot program will become operational and at least one more program will move into the pilot stage. Thus, during the

next five-year period, the Laboratory will expect to initiate at least one major new program each year, with the full program in effect at the close of the five-year period.

In turn, within each program area there will be several interrelated projects which, in a cumulative fashion, constitute the total activity in a particular program area. The priority program for the first year is the much discussed Laboratory concern of smoothing the transition of Appalachian young men and women from school to the broader world of work.

The assignment of a top-level priority to the "school-to-work" program area was based on the following considerations:

(1) There is a widespread recognition, regionally and nationally, of the urgent need for an improved articulation of the school and the occupational world. There is a great need for new, fresh approaches to improved programming in the school-to-work area. The promise of immediate "payoff" will be found in this program.

(2) With the aid of the Vocational Education Act of 1963, the activity of the Appalachia Regional Commission, other federal legislation, and increased state and local concern, there is a realistic promise of widespread implementation of research, development, and dissemination efforts on this problem.

(3) With genuine attacks on the transition problem, it is expected that students will remain in school in larger numbers leading to a rise in the general educational level of the population.

(4) The acceleration of educational efforts in the "school-to-work" programs will, in turn, speed the realization of the desperately needed long-term economic impact in Appalachia.

(5) Active involvement of all segments of the Laboratory structure, including business and industry, can occur in an immediate and direct fashion, and therefore build the Laboratory as a "new institution."

In second priority following the school-to-work program, the Laboratory staff, with the aid of a continuing panel of consultants, will begin the intensive planning of a language development program designed specifically for Appalachia children.

Third in order of priority is the planning and file construction for a computer-based, educational information system with on-line retrieval capability from remote inquiry stations located in field units (branch offices) throughout the region. Because of the close connection between information needs and program development, an information system deserves the highest priority. The Laboratory has, however, given it somewhat lower priority in the hope that problems of compatibility with other laboratory information systems will be speedily solved. A design report on the special needs of Appalachia and a planned system to meet these needs have been prepared by the Federal Systems Division of International Business Machines Corporation. Their report is submitted as an appendix to this addendum.

In fourth priority, we have placed fund requirements leading to the development of long-range Laboratory programs. The purpose of the next section is to provide greater detail on the programs under each priority heading.

Priority One - High School Career Development Units

In order that the Laboratory might have a quick impact on the unique Appalachia problem of effecting a smooth transition for youth from school to work, it is proposed to establish five interrelated programs of research and development. Each program has a different focus of attack on the problem, but the simultaneous development and evaluation of five different approaches should yield several innovative solutions.

One career development unit will focus on the construction and field test of up-to-date, easy-to-use occupational information materials. The emphasis will be on self-administering materials in recognition of the fact that most high school guidance offices are not equipped, because of a lack of personnel, to provide effective information about job requirements, openings, and available out-of-school training. It is anticipated that this unit will prepare 8 m.m. cartridge-type films, coordinated sets of audio-tapes and slides, programmed texts, and other new and old media for evaluation with high school boys and girls.

The second career development unit will plan and install a summer job orientation program in cooperation with business and industry. This program is designed for rural Appalachia youth from a wide area and will bring them to one place where they would be introduced to a variety of highly needed technical service jobs. In an eight-weeks summer program, the world for rural youth could be revolutionized by introducing

them to such jobs as auto mechanic, computer technician, heavy equipment operator, and other occupations to which they might aspire. It would be important for this career development unit to cooperate closely with business and industry in order that most modern and up-to-date techniques were made available to students for short tryout and familiarization experiences. This is not an alternate to the Job Corps program, but rather would be designed to stimulate rural high school age youth to raise their level of aspirations and to continue in school in order that they might seek further training in these highly needed technical service jobs. Special emphasis will be given the task of making self-evident the relevance of high achievement in high school to future occupational entry and success.

A third career development unit was originally planned for Laboratory sponsorship at conferences in Pittsburgh in March and abstracted in the Interim Report (pp. 48-51). It would provide a carefully structured field trial and replication of the highly successful high school summer counseling and placement program first carried out in Wood County, West Virginia under the auspices of a grant from the Carnegie Foundation. To replicate this experience, one career development unit will set up a special student-parent summer counseling program followed by the establishment of a year-around job placement office. Because of the experience in Wood County, it is anticipated that this unit could be organized on, or about, June 1, 1966 and could function during the summer of

1966. A detailed plan of operation for this unit has been prepared and is in the Laboratory's files.

The idea for the fourth career development unit is to utilize the resources represented by the industrial arts programs in twenty-five Appalachia high schools. This unit would establish a summer workshop (summer 1967) for industrial arts teachers from rural areas in which the major effort would be devoted to a program of up-to-date information about jobs in modern industrial technology with field trips to a number of major industries; in addition specific techniques for getting across occupational information to students. This program would be evaluated by studying the behavior of the industrial arts teachers who had had the workshop compared with industrial arts teachers in the region who had not had the benefit of the special summer program. A detailed plan of operation for this career development unit is in the Laboratory's files.

The fifth career development unit as envisioned in the Laboratory's school-to-work program would be the organization of a group counseling plan for parents of high school dropouts and potential dropouts. The purpose of the group counseling for parents would be to try to get them to raise their aspirational levels for their children. It should secure parents' understanding, -hopefully prevent dropouts, and encourage early school leavers to return to their studies. Recent studies have shown that the attitudes and values of the parents play a very important role in the prevention of dropouts and in the occupational aspirations of students.

It is anticipated that a college counseling group would work in cooperation with counselors and administrators from a number of high schools to effect this career development unit.

It is anticipated that the five career development units outlined above would require a six-month budget for the period June 1 to November 30, 1966, of approximately $125,000.

Priority Two-Planning of a Language Development Program

The Appalachia Educational Laboratory will develop during the first six months and launch early in 1967, a major program effort directed toward the improvement of the general verbal or language abilities of Appalachia pupils. It will be called the Basic Communication Project of the Appalachia Educational Laboratory and will be identified with the code name COMPRO. This program will combine aspects of the pre-school compensatory education project (p. 32) and the primary school language project (p. 36) as shown in the abstracts of the Interim Report dated April 1, 1966.

COMPRO will be concerned with the four language arts aspects of the teaching of English; speaking, listening, reading, and writing as developed sequentially from pre-school experiences forward. It will, of course, be concerned with full range of interrelated skill areas as spelling, handwriting, vocabulary, grammar, and certain study skills.

The Laboratory will proceed on two fronts in its overall conduct of COMPRO: (1) Disseminate materials, products and

procedures focused on COMPRO objectives; (2) conduct research that will develop and test a comprehensive base for language teaching and achievement. The need is so great in this area that immediate help is imperative even while the planning for long term improvement is underway.

The following example will serve to illustrate the faulty rationale underlying the present teaching of language. Most research and practice in the teaching of language is based on the assumption that language learning has been accomplished to a considerable extent before children begin formal schooling. The research is focused on the school language subjects; reading, composition, spelling, handwriting, and grammar. There have been very few studies in oral language, in speech, or in vocabulary, except those that are attempts to assess what children know at given levels rather than the teaching technique which helped them to learn. Practice, too, reflects this basic assumption although valiant attempts have been made in the last decade to supply materials and techniques designed to develop oral language, listening and comprehension skills. The attempts have been primarily directed at providing social utility practice for language rather than providing practice to develop directly the skill to communicate meaning.

There is considerable reason to believe that in Appalachia the basic assumption that children at age six have the basic language ability to communicate effectively is only partly true. The problems of developing an adequate curriculum for teaching Appalachian children to communicate effectively

are many. COMPRO can hope to be successful in meeting these problems only if it has expert assistance. To this end the following scholars of linguistics, psycho-linguistics, English, language arts, and reading have been asked to serve on a panel of consultants for the project:

Harold Allen, Linguistics-University of Minnesota
Carl Bereiter, Psychology-University of Illinois
John B. Carroll, Psycho Linguistics-Harvard
Naomi Chase, Language Arts-University of Minnesota
Doris Gunderson, Reading-U.S. Office of Education
Alfred Hayes, Linguist-Center for Applied Linguistics
James T. Moore, Language Arts-University of Kentucky
Walter Petty, Language Arts-Fresno State University
Fresno, California
David Reed, Linguist-University of California, Berkeley
Roger Shuy, English-Michigan State University
Harry Silberman, Ed.-Psychologist, Systems Development Corporation, California
Harry Singer, Reading-University of California, Riverside
Carlton M. Singleton, Reading-Appalachia Educational Laboratory

All of the members of this panel have expressed interest in the proposal. An exploratory meeting was held on May 9, 1966 at which nine members of the panel suggested tentative plans for further operation as well as suggestions for the committee's augmentation.

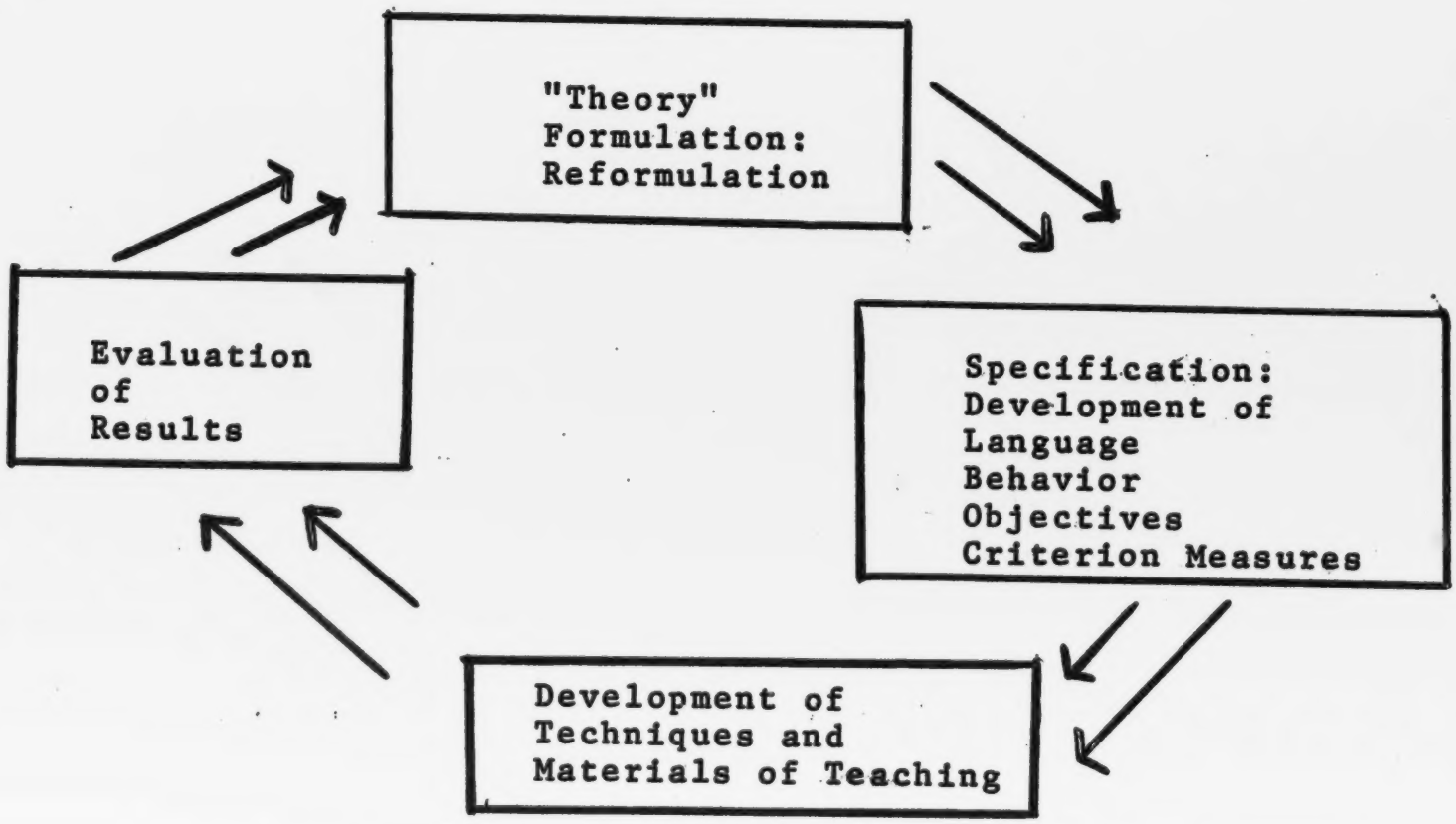
The committee will meet frequently during the first six months, as needed, and will continue after the major plans have been formulated. Its function will be to maintain a continuous assessment of the program and to suggest and guide the efforts of the Laboratory in its communication project.

The Appalachia Educational Laboratory will appoint a director of the Communication Project (who will report to the Chief of Research) and supporting staff members. Depending upon the sub-projects instituted, the Laboratory will use

its own facilities or contract with universities, state departments of education, and school systems for special projects.

COMPRO'S operation will move consecutively through four phases, although at any one time work may be going on in more than one phase. The four phases may be summarized as (1) defining the problem, (2) postulating and testing a theoretical framework, (3) developing educational products, and (4) evaluating learning outcomes. (See following figure)

Figure 1



The time duration of the separate phases and the complete loop will vary as COMPRO proceeds. In the early months, two or three trips around the loop are anticipated to allow for the elimination of blind alleys or to institute changes as research yields new leads. As the work proceeds, the framework and its consequent structure should become more solid and more thorough tryout and evaluation will be possible. A continuing and active period of field testing and dissemination will be necessary.

For the first six months, starting June 1, the Laboratory will take the following steps to initiate COMPRO:

1. Conduct status studies to estimate base-line normative data on:
   a. regional practices in language teaching
   b. Appalachia pupil abilities and characteristics

2. Establish procedures to monitor pertinent Title I and Title III language development projects within Appalachia.

3. Establish communication channels between the Laboratory and other regional Laboratories with projects similar to COMPRO and with the Research and Development Centers focusing on language development.

4. Hold three meetings with its Advisory Committee for their counsel on COMPRO'S attempts to:
   a. Suggest products, materials and procedures for immediate dissemination.
   b. Develop an operational definition of the communication task in terms of concepts to be held and vocabulary, use, and structure of language to be learned.
   c. Develop criterion measures to be employed to measure status and progress toward task mastery.

d. Find or design materials and techniques of instruction to attain the defined task mastery.
e. Design field studies and pilot projects for the purpose of adjusting and refining the developed models.

5. Set up two or three pilot action projects similar to the two language projects proposed in the Interim Report but scaled down considerably. It is anticipated that depending upon funds available, two, three, or more pilot projects will be instituted which will begin in September, 1966. One pilot project will work with small groups of pre-school children, one group following a Head-Start experience, the other group of children with no Head-Start experience. A second pilot project will be concerned with second grade children who have experienced difficulty in learning to read. A third pilot project would work with junior high school pupils whose language achievement was low despite indications of normal intelligence.

Assuming that the Laboratory central staff will be able to devote a considerable portion of time operating budget to COMPRO for the first six months of Laboratory existence, the minimum sum for initial implementation would be as follows:

I.	Salaries: Consultant services (3 meetings of 2 days each for 10 consultants)	$6,000.
II.	Travel and per diem expenses of consultants	5,000.
III.	Pilot project expenses: Materials, supplies and space rentals	9,000.
		$20,000.

Priority Three - Educational Information System

As a result of the site visit held in Morgantown on April 7, three questions were posed concerning the educational information system as formulated in the Interim Report. The purpose of this section is to attempt to answer the three questions and to amplify the concept of how a computer-based, on-line

retrival system could be used to further the cause of education in the region. The Interim Board has recommended that as soon as the Chief of Information Systems can be employed by the Laboratory, presumably early in July, he be directed to convene a special study panel made up of representatives of the institutions holding membership in the Laboratory. As it is seen now, this special study panel should be composed of twelve to fifteen persons who are primarily directors of computation centers in major universities and statistical demographers from state departments of education. The task of this study panel will be to advise the Laboratory's central staff with respect to the availability of data and the specifications of the uses of the system. In addition, this study panel would review the work of a systems development contractor and offer guidance for the establishment of data files and the priority information needs toward which the system should be directed. The major budget cost during the initial period would be the contracted services for planning an appropriate system and collection of information in order to start the first computer-stored file. It is not anticipated that any computer hardware would be delivered during the first six months.

With respect to the question on system utilization, preliminary plans are to locate remote terminals in each of the permanent field units of the Laboratory. This dispersion will enable the information system to be queried by school officials and by potential research workers currently located within a short distance of the planned

field stations. It is anticipated that requests could be placed by educators via telephone to any field unit, and field unit personnel could place queries into the system with responses fed back to the questioner for short turn-around. In instances where considerable conversational interaction is required between the questioner and the computer mediated data base, it is assumed that the user would travel to the field unit and be given access to the terminal on a scheduled basis. Also for larger batch data processing, mails or other input procedures would be used.

As a second phase in the development of the educational information system, it is anticipated that similar access capability will be placed in the state education departments located in the state capitals of Kentucky, Pennsylvania, Tennessee, Ohio, and Virginia, with direct access to the data base by department personnel. In our minds, there seems little doubt that meaningful utilization of the system will be made by appropriate persons in the region and we anticipate a problem of system overload on queries as soon as interested people understand the kind of up-to-date information that can be appropriately obtained from a file of this type.

The third question on an information system dealt with the training of potential system users. As pointed out in the Interim Report, we expect the Laboratory to contract with a commercial systems development firm which will initially construct the necessary information files and develop the computer software necessary for handling the retrieval of

information. As a part of that contract, the scope of work will call for the training of central office staff not only in using the system, but in keeping it up to date. It will be the job of the central office staff to provide brief training seminars for the staffs of the several field units and the field units will, in turn, be expected to conduct colloquia and demonstrations for school personnel and potential research workers in their area on how to use an on-line computer-based file. Within eighteen months from the establishment of the Laboratory, it is expected that the educational information system could begin to have a significant impact on the region by providing up-to-date and essential education information.

Priority Four - Long Range Development Plans

Two concerns of the Appalachia Educational Laboratory seem to have great potential for increasing the quality of education in the region, but there is a current lack of information regarding available resources and an appropriate direction to take in bringing these resources to bear on Appalachia needs. One of these underdeveloped resources is educational television and the other is, for want of a more descriptive title, called "arts and humanities."

The Laboratory staff has detected a lack of unanimity among leading educators in these fields as to the future steps which have the greatest pay-off in improved educational quality. To get greater clarity, it is proposed to encourage a dialogue among regional leaders in ETV and the

arts through the medium of study panels. A budgetary allotment of $5,000 (field costs only) each, to finance the activities of two carefully chosen groups of specialists and consultants, should yield a report in late fall of 1966. This report should clearly set forth recommended courses of action and should catalogue the existing resources of the region on which the Laboratory can capitalize in advancing its program.

Consolidated Budget - June 1, 1966 to November 30,1966

The initial proposed budget for the Laboratory is divided into three main subdivisions: (I) funds needed to establish the skeletal structure of the organization and to support beginning program efforts, (II) funds needed to implement programs in the field and to engage in intensive planning of programs scheduled for the next budget period, (III) funds needed for the development of long-range programs.

In the proposed budget, where the amounts are relatively small, detailed breakdowns according to budget categories have not been attempted. It should be noted that some costs of program development and management will be met from funds allocated to the organization and administration of the central Laboratory. In order to initiate many programs, the staff of the Charleston office will be expected to take leadership roles and to weave participation into new programs on the part of state education departments, colleges, universities, and school systems. The section chiefs (Research,

Dissemination, Product Development, and Information Systems) will be expected to convene study panels and to provide secretarial and professional support for developing projects.

APPALACHIA EDUCATIONAL LABORATORY

Consolidated Budget
June 1, 1966 to November 30, 1966

Function	Personnel: Professional	Personnel: Supporting	Supplies, Materials, Consultants, Travel, Communications	Space Equip. Indirect Costs, Other	Total
I. Laboratory Organization and Administration					
Central Laboratory Office (Includes centrally based program costs)	$110,000	$30,000	$25,000	$15,000	$180,000
Educational Information System (Regional need assessment, program evaluation, Central Office staff)	6,000	10,000	---	---	16,000
Permanent Field Units (2 for 6 mo., 2 for 3 mo., annual rate of $60,000 each)	---	---	---	---	90,000
				Sub-Total	$286,000
II. Program Planning and Implementation (Field costs only)					
Priority One-High School Career Development Units: Construction and Evaluation of Occupational Information Materials; Summer "Hands-on" Job-orientation Program for Rural Youth; Summer Career Counseling and Placement Program for Parents and Students; Utilization of Industrial Arts Teachers for Occupation Information Instruction; Group Counseling of Parents of High School Dropouts.					$125,000
Priority Two Basic Communications Project (COMPRO)					20,000
Priority Three-Educational Information System-File Development Services	---	---	9,000	50,000	59,000
III. Long-Range Program Development (Field Costs only)					
Priority Four: Arts and Humanities Study Panel			5,000	---	5,000
Educational Television Study Panel			5,000	---	5,000
				Grand Total	$500,000